UNITED STATES DEPARTMENT OF COMMERCE
Economics and Statistics Administration
U.S. Census Bureau
Washington, DC 20233-0001

June 3, 2003

2010 CENSUS PLANNING MEMORANDA SERIES

No. 13

MEMORANDUM FOR The Distribution List

From: Teresa Angueira *[signed]*
Chief, Decennial Management Division

Subject: Planning for the 2010 Decennial Census: Plan for the Plan

Attached is the "Plan for the Plan" for the 2010 Census. This document describes important aspects of how the Census Bureau is preparing to produce a final plan for the 2010 Decennial Census—that is, it is a "Plan for the Plan." In the context of the 2010 Census re-engineering program, it provides the global goals and measurable objectives applicable to the 2010 Census components. It also suggests the current strategies and operating principles used to meet the goals and objectives. Finally, it discusses the major methods and management structures used for planning.

Over the decade, as we progress through stages of planning and preparing for the 2010 Census, we will modify our strategies and methods so they are tailored to conditions at any point in time. This document will be updated and redistributed when major or many changes occur.

Attachment

USCENSUSBUREAU
Helping You Make Informed Decisions

2010 Census

Management Plan

Version 1

Prepared By

Decennial Management Division

May 31, 2003

NOTE

An update version of the Management Plan will be issued periodically to document:

- the knowledge gained, and revised plans, resulting from completed planning efforts,
- new or revised efforts resulting from ongoing interaction with our advisory committees and other stakeholders, and,
- other changes resulting from completed efforts in research and development, budget reductions, policy decisions, and so forth.

Management Plan for the 2010 Decennial Census

This document describes how the Bureau of the Census will plan the 2010 Decennial Census of Population and Housing (2010 Decennial Census):

- Section I lists the goals, objectives, strategies and principles for planning the design and conduct of the 2010 Decennial Census; and

- Section II discusses the methods we will use for planning.

We view this document as a ***Management Plan***; that is, it explains the guidance and methods we will use to define detailed features of the census and to implement them successfully. The processes described here will result in the actual 2010 Decennial Census Plan, which will be documented later in the decade.

Re-engineering the 2010 Census

Over the past several decades, it has become increasingly difficult to take the decennial census. But the Nation's demand for data is also increasing. The Census Bureau addresses these difficulties and needs in Strategic Goal 3 of its Strategic Plan:

> **Strategic Goal 3: Meet constitutional and legislative mandates by implementing a re-engineered 2010 Census that is cost-effective, provides more timely data, improves coverage, and reduces operational risk.**

Meeting this goal of re-engineering the 2010 Census has three interdependent components:

- Implementing the **American Community Survey (ACS)** to collect census long-form data on an ongoing annual basis;

- Modernizing and enhancing the Census Bureau's **Master Address File/Topologically Integrated Geographic Encoding and Referencing (MAF/TIGER)** address file and geographic database (**MAF/TIGER Enhancements Program**); and

- Systematically developing, testing, and implementing a short-form-only 2010 Decennial Census design that takes advantage of the opportunities offered by the ACS and MAF/TIGER Enhancements Program (**2010 Decennial Census Planning)**.

The idea of *interdependence* among these three components is essential. They are conceptually, operationally, and systematically dependent upon each other's existence and products, in much the same way that the receiver, tape player, and CD player in a rack system share common electronics, speakers, and many controls. However, each component--of the census and of the rack system--also has its own unique features and

requirements. While acknowledging and respecting the capabilities and requirements of the ACS and MAF/TIGER Enhancements Program components of the **Re-Engineering Program**, this document details planning for the **2010 Decennial Census.**

As a final reference to the interdependence and uniqueness of the components, consider the four aspects of the strategic goal; specifically, the Re-engineering Program is to produce a 2010 Census that **"Is cost-effective, provides more timely data, improves coverage, and reduces operational risk."** This statement provides goals for the entire ***Re-engineering Program*** and suggests their application to the ***2010 Decennial Census*** component as follows:

Cost effective--***Re-engineering Program***: The great value of the Re-engineered Census must be procured at reasonable cost, comparing favorably to that of repeating the Census 2000 design in 2010. In order for this to happen, each of the three components must be as cost-effective as possible. Since the ACS and MAF/TIGER Enhancements Program will cost more than their equivalent in the "repeated" design, the 2010 Decennial Census must appreciably compensate for those increases. Only early planning can enable significant savings in infrastructure, productivity, systems design, and other major cost centers. Therefore, the ***2010 Decennial Census*** has the following goal:

> ***Assuming the existence and products of the ACS and the MAF/TIGER Enhancements Program, as well as a planning effort beginning early in the decade, the 2010 Decennial Census will include major efficiencies designed to contain its cost.***

Provides more timely data-- ***Re-engineering Program:*** The ACS will supply detailed data--those previously collected using a "long-form" in the decennial census--more frequently and more timely than would be possible by repeating the Census 2000 design. In addition, ongoing enhancement of the MAF/TIGER system will provide information with greater currency than before. Overall, then, the Re-engineered Census provides more up-to-date data. However, the ***2010 Decennial Census*** will continue to release initial basic data--in particular, apportionment and redistricting counts--on the demanding schedule dictated by legal requirements. Therefore, it is inappropriate to state a goal promising increased timeliness for data from the 2010 Decennial Census; it enables cost savings, improved coverage, and risk mitigation while meeting legal requirements.

Improves coverage-- ***Re-engineering Program***: Because the ACS and MAF/TIGER Enhancements Program will provide most of the detailed information previously supplied from Census 2000, the 2010 Decennial Census will be able to focus on coverage improvement efforts; that is, the ***2010 Decennial Census*** can employ expanded and concentrated efforts and resources to meet the following goal:

> ***The 2010 Decennial Census will improve the accuracy of census data, especially the coverage of the population and housing inventory, for all geographic levels and demographic groups.***

Reduces operational risks-- ***Re-engineering Program:*** Both the ACS and the MAF/TIGER Enhancements Program shift requirements from the 2010 Decennial

Census, so that its design can simplify census data collection and processing. Therefore, the ***2010 Decennial Census*** can achieve the following goal:

> ***The design of the 2010 Decennial Census will reduce operational risks by simplification, consistency, testing, and streamlining within and across all its features.***

The planning process described in this document is intended to ensure that the 2010 Decennial Census meets its goals, thereby contributing to the overall goals of the Re-engineering Program.

Part I. of this document provides the objectives, strategies and operating principles that underlie these goals; Part II. describes the planning methods they guide.

I. GOALS, OBJECTIVES, STRATEGIES AND OPERATING PRINCIPLES

The goals, objectives, strategies and operating principles that guide planning are described here, using the following general definitions:

Goals: Overarching, fundamental statements describing the critical achievements required from the 2010 Decennial Census. They will fulfill customer and stakeholder needs.

Objectives: Measurable outcomes related to achieving one or more goals. They are measurable end results that strategies are expected to accomplish, which in turn will ensure achievement of the goals.

Strategies: Detailed approaches for achieving objectives. They can be quantified or described, and dictate a portfolio of activities.

Operating Principles: Statements about the values, ethics, and ideas that underlie decisions and actions undertaken to accomplish goals, objectives, and strategies.

I.A. Goals

First, we reiterate the goals of the 2010 Decennial Census. The vision of a baseline census that would meet these goals is described in the document, "2010 Decennial Census Baseline Design."

GOALS OF THE 2010 DECENNIAL CENSUS
The 2010 Decennial Census will improve the accuracy of census data, especially the coverage of the population and housing inventory, for all geographic levels and demographic

groups. (THE **ACCURACY** GOAL**)**

The design of the 2010 Decennial Census will reduce operational risks by simplification, consistency, testing, and streamlining within and across all its features. (THE **RISK REDUCTION** GOAL**)**

Assuming the existence and products of the ACS and the MAF/TIGER Enhancements Program, as well as a planning effort beginning early in the decade, the 2010 Decennial Census will include major efficiencies designed to contain its cost. (THE **COST CONTAINMENT** GOAL**)**

I.B. Objectives

Objectives state measurable outcomes related to achieving one or more goals using one or more strategies. The 2010 Decennial Census objectives, and the goals they most directly support, are presented and discussed below.

OBJECTIVES FOR THE 2010 DECENNIAL CENSUS (Goals Supported)
1. **Reduction in the differential undercount while maintaining high coverage overall. (Accuracy)**
2. **No decrease in response rate compared to the Census 2000 short form response rate. (Cost Reduction and Risk Reduction)**
3. **Improved cost-effectiveness of census operations defined through early planning and testing. (Cost Reduction, Accuracy, and Risk Reduction)**

Objective 1: Reduction in the differential undercount while maintaining high coverage overall.

This objective will be measured by quantifying the differential undercount (the difference in the rates at which population groups are missed by the census) and the overall coverage (the proportion of the population properly counted). Coverage measures resulting from scientific evaluation will be compared with the results from evaluating Census 2000. This objective most directly relates to the "accuracy" goal of the census.

Objective 2: No decrease in response rate compared to the Census 2000 short form response rate.

This objective will result from direct measurement of the rate of self-response to the 2010 Decennial Census compared to the equivalent rate for short-forms in Census 2000. The response rate is largely a function of the total number of households with self-response, so that expensive follow-up interviewing procedures are avoided. This objective most directly supports the Cost and Risk Reduction goals for the census, by minimizing the expense, and avoiding the time and complexity, of follow-up. To the extent respondents provide better data through self-response than by interview, it also may support the Accuracy goal.

Objective 3: Improved cost-effectiveness of census operations through early planning and testing.

This objective will be measured by:

A. The total cost of designing and implementing the systems and procedures needed to collect and produce 2010 Decennial Census results, measured over the complete budget cycle (Fiscal Years 2002-2012). Only by early and innovative planning, testing and methods development can the 2010 Decennial Census be redesigned to provide the major cost savings needed to fund the other two components of the Re-engineered Census, while improving the coverage accuracy at reduced risk.

B. The effectiveness of collection and processing systems and procedures in achieving the Accuracy and Risk Reduction goals of the census. Accuracy will be measured as described in the objective, " Reduction in the differential undercount while maintaining high overall coverage." Risk reduction will be measured as specified in our Risk Management and Mitigation Plan, currently under development.

This objective supports all three goals of the 2010 Decennial Census.

I.C. Strategies

Strategies are detailed approaches for achieving one or more objectives. They can be quantified or portrayed objectively, and dictate a portfolio of activities developed using the planning methods described in the second part of this paper.

A great many strategies are needed to achieve the ambitious goals defined for an undertaking as complex as the decennial census. The following table summarizes the major strategies, and links them with the **primary** objectives they are designed to achieve.

Strategies Supporting 2010 Decennial Census Objectives (Objectives Supported)
1. Start the planning and testing program in 2002 in order to integrate 2010 Decennial Census development and design

Strategies Supporting 2010 Decennial Census Objectives (Objectives Supported)
with the implementation of the ACS and the MAF/TIGER Enhancements Program, and to provide for a true Dress Rehearsal in 2008. (3)
2. Identify and adhere to sound practices for research, development, planning and testing within all program areas, so that the methodology, procedures, systems, forms, procedures and the like for all census components are defined in time for implementation in the 2008 Dress Rehearsal. (1,2,3)
3. Establish an internal planning structure that utilizes wide expertise, brings issues to closure efficiently, respects the roles and responsibilities of all participants, and facilitates communication in order to obtain buy-in from all participants to the goals, objectives, and strategies of the 2010 Decennial Census. (3)
4. Develop, test and analyze potential improvements to the design of Census 2000 using information based on assessing Census 2000, especially the results of the Testing, Experimental, and Evaluation Program, to inform planning and develop opportunities for improving and streamlining data collection, capture, processing, and dissemination systems. (1,2,3)
5. Beginning with the development of a logical architecture, develop a sound physical and technical architecture that integrates with the Census Bureau's enterprise architecture, and which eliminates redundancies, ensures consistency, allows for incorporation of new methodologies and technologies, and promotes service to the user community. (3)
6. Expand the use of technology to streamline data collection, staffing, and infrastructure requirements, and improve self-response. (2,3)
7. Use special tests and research to develop plans for testing new methodologies in the 2004 Census Test, and new automated technologies to support successful methodologies as a chief objective of the FY2006 Census Test. (1,2,3)
8. For every procedure and operation, define quality requirements that can be met by the design of each component and the quality assurance methods associated with it. (1,2,3)
9. Assure that stakeholders are informed and actively engaged throughout the planning and development stage so that they are afforded ample opportunity early enough to provide input into the design of methods, materials, procedures, and systems. (2,3)

Undertaking the approaches--often multidimensional--suggested by each of these strategies will generally entail a number of activities as described here:

Strategy 1: Start the planning and testing program in 2002 in order to integrate 2010 Decennial Census development and design with the implementation of the ACS and the MAF/TIGER Enhancements Program, and to provide for a true Dress Rehearsal in 2008.

To make the substantial changes in census design that are required to meet the goals and objectives, we began planning and development in 2002. This timely start, if sustained by adequate funding, will allow us to intensively study needed improvements, and to

complete iterative small- and large-scale testing to refine and integrate them. It also will allow us to use the ACS as a test vehicle; leverage testing, evaluation, and results from the ACS and the MAF/TIGER; and incorporate efficiencies and products from the ACS and MAF/TIGER Enhancements Program.

Further, this strategy specifies our commitment to conducting a true Dress Rehearsal in 2008, so that any refinements can be made before actual 2010 Decennial Census operations begin. A true Dress Rehearsal requires that we specify all design features, beginning with the earliest operations and continuing through data dissemination, by 2007. Having a true Dress Rehearsal, which is critical for meeting our goals and objectives, is an ambitious undertaking that can be accomplished only with an early start and sustained effort.

Strategy 2: Identify and adhere to sound practices for research, development, planning and testing within all program areas, so that the methodology, procedures, systems, forms, and procedures for all census components are defined in time for implementation in the 2008 Dress Rehearsal.

Every component of the 2010 Decennial Census needing change and improvement must go through a systematic cycle of research, development, planning and testing. Each phase of the cycle requires objective evaluation; re-testing and refinement often will be necessary. Because of the large number and intricate interrelationships of the components of the census, this can be best accomplished using well-defined practices that all participants and partners understand. Although the degree and duration of effort will vary by component, this strategy will allow us to completely develop the full range of program areas--for example, geographic programs, communications, response rate improvement, etc.--from initial evaluation and identification of potential solutions, through testing and retesting, and final integration of improved and efficient procedures into the whole design.

Strategy 3: **Establish an internal planning structure that utilizes wide expertise, brings issues to closure efficiently, respects the roles and responsibilities of all participants, and facilitates communication in order to obtain buy-in from all participants to the goals, objectives, and strategies of the census.**

This strategy addresses the need to define an efficient, participative planning structure, with underlying supporting processes, early in the census cycle. Such a structure facilitates collaborative efforts to meet the challenges of redesigning critical features of the census; allows effective management of the complex processes of planning and taking the census; and provides for good communication and coordination. Part II of this document discusses many of the methods and activities supporting this strategy.

Strategy 4: Develop, test and analyze potential improvements to the design of Census 2000 using information based on assessing Census 2000, especially the results of the Testing, Experimental, and Evaluation Program, to inform planning

and develop opportunities for improving and streamlining data collection, capture, processing, and dissemination systems.

The Census 2000 experience is a primary resource for identifying areas of the design in need of improvement. For example, in order to design a simple questionnaire that elicits accurate responses for the "short-form only" 2010 Decennial Census, we will start by analyzing respondent reporting to the Census 2000 short form, including a comparison of responses between the Census 2000 Supplemental Survey/ACS and Census 2000. Using these results and conducting cognitive testing, focus groups, mail surveys, and field data collection, we will learn about needed improvements to the questionnaire. On this basis, we will redesign the questionnaire in all the media in which it will be available during the 2010 Census.

Based on what we learn, we will look for opportunities to streamline all aspects of the census so that they are more efficient and integrated. For example, we will incorporate Group Quarters in same files that contain regular housing units, to ensure correct classification of all living quarters and a comprehensive MAF, allowing the streamlining of field and processing controls. Another major activity is to create a participative environment for respondents by improving questionnaire availability, the number and type of response options, and outreach to provide information about these alternatives. Aspects of this are to expand the mailing strategy to include sending a second form to addresses for which no first form has been received; enhance the language program with increased support for respondents who speak languages other than English, and by mailing bi-lingual questionnaire packages (at minimum, English/Spanish) questionnaire in identified areas; increase the number and availability of response options, such as expanding our data collection capability for the Internet, MCDs, and telephone response in languages other than English; and design an effective Telephone Questionnaire Assistance (TQA) program.

Strategy 5: Beginning with the development of a logical architecture, develop a sound physical and technical architecture that integrates with the Census Bureau's enterprise architecture, and which eliminates redundancies, ensures consistency, allows for incorporation of new methodologies and technologies, and promotes service to the user community.

This strategy articulates a major tenet for meeting our goals because it provides a proven, systematic approach for deriving new census methodologies and appropriately implementing their automation. This approach is based on the Federal Enterprise Architecture Framework (FEAF), which will ensure compliance with the Clinger-Cohen Act. This framework will facilitate the analysis of requirements, costs, data interchanges, and areas for improving efficiencies in the multitude of 2010 Decennial Census processes. We will develop an enterprise architecture that includes logical, physical, and technical architectures to support the smooth interchange of data across all computer systems at headquarters and in our decentralized regional, local, and data processing facilities. The architecture will serve as a focal point providing common data definitions for all information that makes 2010 Decennial Census data understandable. The

architecture also will lead to systems that will improve communications with all 2010 Decennial Census data users by providing fast, single-source, access to the most up-to-date and accurate information. It also will promote reusability of software and a common understanding for all 2010 Decennial Census data, and reduce redundant efforts found in previous censuses.

These practices will provide a flexible census-taking system while minimizing risks associated with incorporating new methods and technologies. Among its benefits will be to allow us to integrate the Management Information System and Cost Model with each other and with sources of data; conduct integrated system-level testing; implement comprehensive requirements definition and change control processes; design for risk mitigation and contingency planning; and utilize contractors to provide expertise and address business objectives.

Strategy 6: Expand the use of technology to streamline data collection, staffing, and infrastructure requirements, and improve self-response.

We are committed to using automated technology and information effectively to improve operations and reduce resource requirements. Among the areas in which automation is expected to produce new efficiencies are automating address list update and verification activities; reducing paper map production, equipment, and staff; streamlining Nonresponse Follow-up case management processes; developing methods for using Mobile Computing Devices, including Global Positioning System technology, for address list/map updating and field data collection; facilitating electronic response options, such as the Internet or Telephone Interactive Voice Response; identifying and eliminating duplication of addresses and individuals; further automating communication at headquarters and with decentralized offices; more fully automating payroll and quality assurance procedures; and updating the American FactFinder.

Strategy 7: Use special tests and research to develop plans for testing new methodologies in the 2004 Census Test, and new automated technologies to support successful methodologies as a chief objective of the FY2006 Census Test.

Developing a special testing program to evaluate proposed new methods is an efficient way of looking at promising individual changes to the census. Once the merits of individual improvements have been established, they can be incorporated into site tests in an integrated fashion. By emphasizing methodological improvements in the 2004 Census Test, we will have the information needed to design automated systems to support them in the 2006 Census Test.

Strategy 8: For every procedure and operation, define quality requirements that can be met by the design of each component and the quality assurance methods associated with it.

To uphold the quality standards by which Census Bureau products are known, and particularly to ensure the integrity and accuracy of 2010 Decennial Census data, we need

to understand the impact of each procedure and method, and associated materials, on the final product. This strategy commits us to analyzing factors that affect the accuracy of all procedures and methods, and to design them and appropriate quality assurance procedures so that they produce high quality results.

Strategy 9: Assure that stakeholders are informed and actively engaged throughout the planning and development stage so that they are afforded ample opportunity early enough to provide input into the design of methods, materials, and the like.

Our partnerships with stakeholders commit us to assure not only their involvement; it further requires us to solicit their participation on a schedule that allows full consideration and, as appropriate, development of their ideas. This strategy enforces the discipline of early involvement and clear communication.

I.D. Operating Principles

The 2010 Decennial Census operating principles reflect the ethics, values, and ideals that guide our work. The following principles underlie the planning and conduct of the census and guide choices made to accomplish all goals, objectives, strategies, and activities:

OPERATING PRINCIPLES FOR THE 2010 DECENNIAL CENSUS
Be vigilant in integrating 2010 Decennial Census Planning with the activities of the ACS and the MAF/TIGER Enhancements Program
Reflect our commitment to quality in all design aspects
Strive for integration, efficiency, and consistency
Be responsive to stakeholder and customer advice and needs
Honor privacy and confidentiality

Be vigilant in integrating 2010 Decennial Census Planning with the activities of the ACS and the MAF/TIGER Enhancements Program--We will explore all opportunities for developmental, operational, definitional, and conceptual consistency and collaboration with ACS and MAF/TIGER Enhancements Program in order to best serve the needs of our customers and stakeholders.

Reflect our commitment to quality in all design aspects--To ensure the value of our data, we will consider all aspects of quality--accuracy, timeliness, relevance, and accessibility--in defining methods and procedures for collecting, processing, and disseminating the products of the 2010 Decennial Census.

Strive for integration, efficiency, and consistency--We will use sound management and

design practices to integrate hardware, software, materials, and procedures into an efficient and consistent design. Participating staff will collaborate through working groups, teams, and the like to assure sound communication and an integrated process, adhering to practices such as ensuring definitional consistency between the ACS and decennial census data; adopting a standard, structured approach to planning; migrating toward an open systems environment; and making decisions based on scientifically collected and analyzed information.

Be responsive to stakeholder and customer advice and needs--Because we are dependent on and serve a full range of stakeholders and data users, we will continue to foster close relationships and regular communication with them. By involving them throughout the planning process, we will enrich our knowledge base and support base; make better decisions; and assure that information products and services are aligned with their needs.

Honor privacy and confidentiality--The Census Bureau is required by law to protect respondent confidentiality, and is ethically obligated to respect respondents' privacy concerns to the maximum extent possible. In designing the 2010 Decennial Census, we will only collect personal, sensitive information that is necessary for meeting the Census Bureau's mission and legal requirements; inform participants about the purpose and planned statistical uses of the information collected; respect respondents' rights as participants; and ensure that confidentiality protections are included in its systems and procedures to collect, process, and release data.

II. 2010 DECENNIAL CENSUS PLANNING METHODS

This section describes the planning methods being used to design a 2010 Decennial Census guided by the preceding goals, objectives, strategies, and operating principles. It also describes the working structures under which participants function, using common processes to meet well-understood, collective goals. Together, these methods and structures provide ways to effectively organize and conduct the myriad activities that will result in a comprehensive plan for the 2010 Decennial Census.

II.A. Review of the Census 2000 Experience--Understanding the successes and deficiencies of the previous census is an important basis for improving the subsequent one. Reviewing and analyzing the effectiveness, costs, and results of census design components--along with information about demographic trends, methodological advances, and technological opportunities--is critical to informed planning. This information also suggests ways to improve the planning process itself. There are several major ways we are bringing the Census 2000 experience to bear on early planning for the 2010 Decennial Census:

- **The Census 2000 Testing, Experimental, and Evaluation (TXE) Program--** Each modern census has incorporated a formal research program to provide information about its conduct and quality. One important purpose of this program is to inform data users and stakeholders about data quality and limitations, costs,

and other results of interest. The second purpose is to provide a body of objective information, collected under census conditions, to inform planning for the next census. Census 2000 incorporated an extensive Testing, Experimental, and Evaluation Program that is providing critical direction to early planning, and that is benefiting the design and conduct of the ACS and the MAF/TIGER Enhancements Program as well.

The Census 2000 Evaluation Program is providing measures of the effectiveness, cost, and impact on data quality of the Census 2000 design, operations, systems, and processes. Well over 100 studies, covering a vast array of program activities, comprise the program. Their results will help identify opportunities for streamlining operations, strengthening enumeration methods, and allocating resources. Such opportunities become the basis for developmental and testing plans throughout the decade.

The Testing and Experimental Program is providing information gained by using Census 2000 as a "test bed" for small tests and experiments with new and different methods. Since this program was conducted during the census, it provides insights about how alternative methods might work in a census environment. Its results help to determine the potential efficacy of changes in the census design, which can be developed further throughout the decade.

- **The Assessment Process--**To supplement and expand upon the formal TXE program, we compiled a body of quantitative, qualitative, and experiential information in a number of areas comprising the entire program. Bringing together all of this information, the Assessment Process casts a wide net to gather a comprehensive body of information on a wide variety of topics. It used a far-reaching, participative process to identify both successes and lessons learned (areas for improvement). The Assessment Process afforded us the opportunity to gather expertise across all organizational units involved in Census 2000, so that there would be many perspectives brought to bear on supplying and interpreting data. It also helped develop relationships that form the basis for teams involved in early planning of the 2010 Decennial Census.

- **Advisor, Stakeholder, and Customer Input--**We gain much important information for planning from advisory groups, stakeholders, and customers. For example, we solicited qualitative and experiential information about Census 2000, as well as suggestions for early planning topics, from all formally established census advisory committees. Feedback from data users becomes the basis for improving current dissemination systems and designing future ones. Initial information from external groups and partners has been channeled into the Assessment Process, and the analyses of their suggestions will be integral to the entire planning process.

Information from all these sources becomes available at different rates for different program areas. Because of this, and respecting priorities for the use of staff, budget, and other resources, the planning cycle of assessment, research, development, testing and re-testing is somewhat different across program areas.

II.B. STRUCTURE FOR PLANNING--Many divisions and offices within the Census Bureau participate in planning a decennial census. In addition to the Decennial Census Directorate, whose staff works largely on the census, expertise throughout the organization is needed for the success of the census. Information for each aspect of planning, including research, development, and testing, must be gathered and shared among many groups and participants. In order to efficiently manage these collaborative efforts, we have established a structure and processes to assure progress towards meeting all the global goals and objectives, using appropriate strategies applied to each program area.

At the highest levels of the Census Bureau, the Executive Staff, relying heavily on the Associate Director for Decennial Census, directs all activities needed to plan and take the decennial census. A key element of this direction is to assure coordination among the three components of the Re-engineered Census. Directions are carried out by staff of many organizational units working within the structure of committees, teams, and working groups described here.

The exact number and configuration of planning groups changes over time, depending on the stage of planning of each program area, census test or dress rehearsal, and the census itself. As the structure evolves, groups are formed or disbanded as appropriate, with the expertise of their members shifted to current activities. For early census planning, we have established the following key groups:

The 2010 Census Division Chiefs Forum builds a collaborative environment for planning through open exchange and vetting of ideas. Using information about 2010 Decennial Census planning policies, priorities, and activities, they work to determine high-level requirements and methods, and advise on matters guiding the planning process.

The 2010 Decennial Census Managers, composed of Assistant Division Chiefs and other key staff of many participating divisions and offices, collaborate to assure a common understanding of the 2010 Decennial Census planning context, policies, and priorities. They provide cross-divisional perspectives in determining or recommending research, investigative, consultative, developmental, and testing activities, and they are responsible for communicating information to, from, and within their divisions. Given the breadth of its expertise and the criticality of its responsibilities, the Census Managers group at times takes on additional functions, such as serving as the Change Control Board for user requirements for the 2004 Census Test.

2010 Decennial Census Research and Development Planning Groups address new and improved census taking methods, technology applications, and the like for broad program areas. They are a principal vehicle for surfacing alternatives and determining ways to develop them, considering factors such as feasibility, respondent acceptability, and data quality. These groups provide information, specify preliminary testing, determine requirements, and recommend appropriate activities to evaluate the use of the method(s) in the site tests, including obtaining appropriate information for cost estimation. Much of the work of the eleven Research and Development Planning Groups

is performed by **2010 Decennial Census Research and Development Planning Subgroups**, where expertise from many organizational units is brought to bear on specific subtopics within the program area.

2004 Census Test Implementation Teams are charged with crafting plans for all major activities in the site test. Based on guidance and results from the Research and Development Planning Teams and other appropriate sources, they develop project plans, user requirements, specifications, and software systems and procedures for implementing the aspects of the test within their areas of expertise.

The DMD Integration Team, consisting of senior division staff involved in all planning and implementation teams, examines products from all teams to assure they are coordinated, complementary, and appropriately designed to meet goals and objectives.

A number of other teams are established to address other long-term, cross-cutting or one-time issues. For instance, the **Logical Architecture Team** and its **Steering Committee** and **Support Team** have been established to baseline and, subsequently, develop the logical architecture to be used in the census. Special activities will often need ad hoc teams and groups. The key is to assure they function with the same strategies, towards common goals and objectives, as the standing and long-term groups.

II.C. METHODS AND TOOLS FOR PLANNING--One of the lessons learned from Census 2000, particularly applicable in the environment of developing an entirely Re-engineered 2010 Census, is the need to have better, earlier, and more systematic approaches to staff development and group processes. Other lessons suggested improvements to the tools used for planning--and later, implementing and monitoring--the full range of census operations. We have energetically instituted specific practices and plans to address these issues.

One important initiative to address staff development is to provide staff involved in managing one or more aspects of the decennial census with formal project management training. This training expands their skills and introduces new, commonly understood approaches to management, documentation and communication, project planning processes, cost estimation, and the like. Another major development is the commitment to a structured process for developing an enterprise architecture involving all customers, users, and technical experts. Because this process establishes a common language and structure for communication and documentation, it is expected to result in automated systems that are sound technically and meet the needs of all participants.

Updating and redesigning many management tools that worked adequately in Census 2000, so that they better serve both the planning and conduct of a newly designed 2010 Decennial Census, provide opportunity for many improvements. We will redesign our Management Information System to produce more timely and useful data; expand the capabilities and sophistication of the Cost Model used to support budget submissions and analysis of operational alternatives; and extend the scope of the automated document storage and retrieval systems instituted late last decade. Many of these efforts will be supported by increased usage of the Intranet and Internet.

II.D. MILESTONES--One of the first steps in the 2010 Decennial Census planning process was to develop high-level milestones for major accomplishments, so that all planning activities, including budget formulation, could be structured to meet them. The current set of milestones is provided as an appendix. Note that the milestones are subject to change depending on resource availability and the timing of planning cycle targets within each program area. Also, these milestones form the basis for developing more detailed supporting schedules; this activity iterates with these high-level milestones and may cause some of them to change.

Individual milestones generally have one of more of the following attributes:

- They describe major legal deadlines.
- To the extent possible, decision dates allow us to assure that choices are based on sufficient objective information.
- To the extent possible, they allow form to follow function–that is, they require us to define methodology before final systems design.
- Completion dates refer to final actions for a large program area or activity. Many specific decisions or actions must occur even earlier.

We used the following set of assumptions and principles to define these high-level milestones:

- There will be site tests in 2004 and 2006 and a true Dress Rehearsal in 2008.
- To supplement, inform, and complement the site census tests, we will undertake activities to investigate new or improved census features that do not need to be tested in a site test, and/or that need to be evaluated prior to use in a site test. Beginning in 2002, these activities include special tests or research activities, contracts to aid us in exploring various automation and related options, and support for key staff to perform planning, research, management, and integration.
- The 2004 Census Test will be used *chiefly* to determine major methodological and procedural design elements for the Dress Rehearsal/2010 Decennial Census.
- The 2006 Census Test will be used *chiefly* to test and prove in the infrastructure (field and automated systems) needed to support the major design components and their requirements.
- The Dress Rehearsal in 2008 will be built on the results of these two major tests and all related research, testing, planning and other activities available in time for incorporation.

In addition to providing key dates for planning and conducting the 2010 Decennial Census, these milestones coordinate with key dates in the ACS and MAF/TIGER Enhancements Program components. In particular, the redesigned 2010 Decennial Census milestones are dependent upon:

- The 5-year accumulation cycle of ACS estimates that begins in 2008 to produce "long-form" type estimates; and

- The MAF/TIGER Enhancements Program meeting requirements for addresses and geographic data, with an early identification of activities needed to meet address list updating and geographic requirements that will be implemented specifically for the 2010 Decennial Census.

Although these milestones document when each particular activity will be completely defined or when the activity must occur, their relationship to the budget cycle is important. Budget estimates for any particular fiscal year are initially formulated at least 18 months prior to the beginning of that fiscal year. Therefore, an activity that occurs in the fourth quarter of a fiscal year is accounted for in the budget formulated 30 months prior to that.

II.E. PUERTO RICO, THE ISLAND AREAS, AND AMERICANS OVERSEAS-- This section will describe unique aspects of planning in these program areas. While the overall methods and structures for 2010 Decennial Census planning apply to them, they have some unique attributes that should be described and acknowledged.

III. SUMMARY

This document has described important aspects of how the Census Bureau is preparing to produce a final plan for the 2010 Decennial Census--that is, it is a Management Plan. After describing the role of early planning for the 2010 Decennial Census in the context of the entire Re-engineering Program, it provides the global goals and measurable objectives applicable to the 2010 Decennial Census component. It then suggests the current strategies and operating principles we use to meet the goals and objectives. Finally, it discusses the major methods and management structures used for planning.

Over the decade, as we progress through stages of planning and preparing for the 2010 Decennial Census, we will modify our strategies and methods so they are tailored to conditions at any point in time. Some of these modifications will be documented internally; when there are major or many changes, this documented will be updated accordingly.